

CARGOES DISCHARGED AT SIHANOUKVILLE, CAMBODIA, DURING 1965 AND THE
LIKELIHOOD OF THEIR DIVERSION TO THE VIET CONG

1. Introduction

In determining the extent and nature of material assistance reaching the Viet Cong from outside sources via Cambodia it is necessary to examine both the overall movement of cargo into Cambodia's major dry cargo port, Sihanoukville, and the manner in which certain of these cargoes may reach the Viet Cong in South Vietnam. The first part of this report describes the movement of cargoes into Sihanoukville during 1965, the types of cargoes, the countries of loading, and the flags of the ships that carried the cargoes. The second part of the report describes the materials supplied by Cambodia to the Viet Cong, their magnitude, and the means by which they reach the Viet Cong.

2. Cargoes Discharged at Sihanoukville, Cambodia, in 1965

Sihanoukville is the chief port in Cambodia for the discharge of dry cargoes. The only other port of significance is the Mekong River port of Phnom Penh which receives all of Cambodia's bulk petroleum imports. Ship movements to Phnom Penh are subject to South Vietnamese regulations that deny passage up the Mekong River to Communist-flag ships and ships carrying cargoes of Communist origin. Over 265,000 tons of dry cargo were discharged at Sihanoukville in 1965, and less than 80,000 tons were discharged at Phnom Penh.

In 1965, a total of 285 ship arrivals were reported in Sihanoukville. This total includes tramp ships that arrived in ballast to load export cargoes of rice, maize, rubber, and wood; large cargo liners from Western and Eastern Europe; small cargo liners from Singapore and Hong Kong; and tramp ships that discharged cement, coal, and a variety of other cargoes. The tramps included Free World and Soviet ships under time-charter to Communist China and North Vietnam. Table 1 below gives a detailed breakdown of ship arrivals and cargo deliveries in Sihanoukville during 1965 by flag.

More than half of the cargo discharged in Sihanoukville during 1965 was loaded in Communist ports. The most important countries of loading were Communist China, which provided 80,000 tons and North Vietnam which provided 45,000 tons. Significant quantities also were loaded in Bulgaria, which provided 20,000 tons and the USSR, which provided 18,000 tons. Table 2 below gives the countries of loading, where known, for all import cargoes in 1965.

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Table 1

SHIP ARRIVALS AND CARGO DELIVERIES AT SIHANOUKVILLE
DURING 1965 -- BY FLAG

<u>Flag</u>	<u>Ship Arrivals</u>	<u>Cargo Deliveries</u> (Metric Tons)
<u>Communist countries</u>	<u>24</u>	<u>60,368</u>
Communist China	7	16,052
USSR	10	27,233
European Satellites		
Bulgaria	4	11,088
Czechoslovakia	1	799
Poland	2	5,196
<u>Free World</u>	<u>257</u>	<u>202,936</u>
Cambodia	9	2,965
France	63	37,710
Greece	15	29,090
Japan	20	5,374
Lebanon	7	28,305
Liberia	4	811
Malta	1	9,924
Netherlands	8	1,651
Norway	18	17,538
Panama	51	29,645
United Kingdom	31	31,343
Yugoslavia	18	8,580
Morocco	1	
India	4	
Italy	1	
Switzerland	4	
West Germany	2	
<u>Flag Unidentified</u>	<u>4</u>	<u>1,500</u>
<u>Total</u>	<u>285</u>	<u>264,804</u>

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Table 2

CARGO DELIVERIES AT SIHANOUKVILLE DURING 1965
BY COUNTRY OF LOADING

<u>Country of Loading</u>	<u>Metric Tons</u>
<u>Communist Countries</u>	<u>175,729</u>
Communist China	81,308
North Vietnam	45,436
North Korea	10,832
USSR	18,059
European Satellites	
Bulgaria	19,784
Rumania	300
Poland	10
<u>Free World</u>	<u>34,282</u>
France	920
Hong Kong	6,132
Indonesia	11,760
Japan	480
Singapore	8,344
South Vietnam	490
Thailand	1,485
West Germany	3,312
Yugoslavia	1,391
<u>Unidentified</u>	<u>54,793</u>
TOTAL	264,804

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The total tonnage discharged in Sihanoukville during 1965 can be broken down by commodity as follows:

	<u>Metric Tons</u>
Cement	79,000
Coal	29,000
Metal products	13,000
Rubber (for transshipment)	12,000
Foodstuffs	9,000
Chemicals & Explosives	5,000
Roasted Pyrites	3,000
POL in Drums	2,000
Other identified General	3,000
Unidentified	110,000
	<hr/> 265,000

All of the cement delivered at Sihanoukville came from Communist countries, the largest amount from North Vietnam. Vessels flying the Lebanese, Soviet and British flags moved most of this cement. The coal delivered to Sihanoukville came from Communist China and Thailand in French, Lebanese and Greek-flag vessels. Most of the metal products delivered at Sihanoukville came from Communist China and North Vietnam, in most cases on Greek and British-flag vessels.

The rubber discharged in Sihanoukville came from Indonesia in small Panamanian-flag freighters. It apparently was brought to Cambodia so that it could be documented as rubber of Cambodian origin before being shipped to Singapore where the importation of Indonesian rubber is prohibited.

While there is no evidence that military cargoes were discharged at Phnom Penh during 1965, either openly or covertly, a number of military cargoes were discharged at Sihanoukville. At least three Communist Chinese, one Czech, and one French ship took part in these deliveries. It appears that most of the cargoes were intended for delivery to the armed forces of Cambodia. These cargoes included Skyraider aircraft from France; gunpowder and fuses from Czechoslovakia for a small arms plant; and machine guns, mortars, and recoilless weapons, from Communist China. The exact tonnage of the military cargoes is unknown. However, the table below giving tonnages of identified military and unidentified cargoes discharged by ships known or suspected to be carry arms suggests the magnitude of these shipments.

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Country of Origin	Flag		(Metric Tons)	
	Czechoslovakian	Communist Chinese	French	Total
Czechoslovakia	800			800
France			67	67
Communist China		11,252		11,252
	800	11,252	67	12,119

A number of French cargo liners discharged consignments of explosives loaded in Western Europe. However, it is not known whether they were for civilian or military use.

More is known about the flags of the ships that carried the 110,000 tons of unidentified cargoes than is known about the countries at which the cargoes were loaded. French, Greek, Communist Chinese, British, and Panamanian ships carried most of these cargoes. The countries of loading for 63,000 tons of unidentified cargo are known. Communist China, Singapore, and North Vietnam together account for over half of this amount. It is likely that the 47,000 tons of unidentified cargo for which no data on countries of loading are available include significant quantities of rubber from Indonesia and liner cargo from Western Europe.

3. Movement of Supplies from Cambodia to the Viet Cong in South Vietnam

Firm evidence is available to indicate that the Viet Cong obtain some supplies from Cambodia but little evidence is available to support the thesis that cargo has moved through the port of Sihanoukville directly to the Viet Cong. Most of the supplies procured by the Viet Cong in or through Cambodia are materials indigenous to Cambodia -- food and clothing -- or imported as normal procurement by the Cambodian foreign trade monopoly. These supplies are then purchased in the open market by agents and moved across the border into South Vietnam by smugglers or by Viet Cong porters. Primitive transport is used primarily to move these supplies on the trails and waterways that cross the border and on the coastal waterways in the Gulf of Siam.

Viet Cong supplies from Cambodia consist of food, drugs and medical supplies, and electrical equipment such as radios, batteries, and tubes. Cambodia, at best, is a limited source for these goods since the Viet Cong obtain most of their supplies from within South Vietnam. The extent to which Cambodia is being used as a transfer area or as a source of arms and ammunition is difficult to assess. Many of the

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reports concerning the possible shipment of arms to the Viet Cong through Cambodia have apparently been engendered by the deliveries in 1964 and 1965 of weapons from Communist China to Cambodia. There has been no effort by Cambodia or Communist China, however, to conceal these military deliveries which have been in fulfillment of the Chinese Communist military aid agreement with Cambodia. It seems unlikely that any significant amount of this equipment or ammunition has been supplied to the Viet Cong, although some of the replaced equipment may have been obtained by the Viet Cong through clandestine means. Various reports, including the testimony of numerous Viet Cong prisoners who were engaged in supply operations from Cambodia, indicate that movements of arms and ammunition from Cambodia probably are small in terms of the total amount of such materials infiltrated into South Vietnam.

It has not been possible to quantify the amount of supplies that the Viet Cong obtain through Cambodia, but it is believed that the amount is significantly less than that obtained through the Laotian Panhandle (that is, at least 5 tons and possibly more than 8 tons per day during the first nine months of 1965). A review of information received in the past 4 months indicates no significant change in the types or quantities of material that the Viet Cong are reported to receive through Cambodia or in the Cambodian government's official attitude that Cambodia is neutral and will not be used as a logistics base by the Viet Cong. Members of the International Control Commission have recently arrived in Cambodia at the request of the Cambodian government to assess the possibilities of maintaining continuous inspection of the port and the Cambodian military installations. The Cambodians requested the ICC inspection in order to combat rumors that Cambodia was providing logistic support to the Viet Cong. The Cambodian government, however, has expressed its official good will diplomatically and politically for the National Front for Liberation of South Vietnam. President Sihanouk presented medical supplies to representatives of the Front in 1965 and it is possible that Cambodia is continuing to give this type of supplies to the Viet Cong.

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